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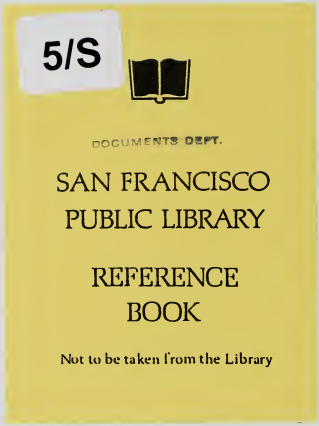

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Muni REPORT

FEBRUARY 1971

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Prepared for the San Francisco Public Utilities Commission
by Alessandro Baccari and Associates

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PRESENTATION - MUNI REPORT

Preparatory statement by Alessandro Baccari:

Briefly, the task assigned to us by the San Francisco Public Utilities Commission was to prepare a plan for advertising and public relations which would create more patronage for the Municipal Railway.

This may be an oversimplification. But it is basic.

Further, we found grounds for mutual agreement in the belief that if more patronage is the primary objective, the public must be presented with a new "image" of the Muni - what it is, what vital service it performs, and convincing "reasons why" it should be patronized.

But, one thing a new "image" cannot do is to make a sick company well or conceal deep, unresolved problems - at least not for long. Beating the drums of advertising and public relations can only give out a hollow sound unless based upon accomplishments.

Thus, in preparing this Report we have dug deeply, and relentlessly to determine the present "image" of the Muni in the minds of the public; and then gone beyond the relatively easy task of just coming up with pleasing looking ads, and pleasant ways of facing the public in stereotyped releases. "Going beyond" has meant to us, not just uncovering the sore spots that turn away patronage, but endeavoring to counter them with positive suggestions for improvements which can be used as a firm foundation for Muni advertising and public relations programs.

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To begin with we asked - who needs mass transit?

Who are they? They are:

The working poor, who might be on welfare without buses to get to their jobs.

The hard core, who can't even begin to work without bus service.

The aged and infirm; imprisoned and shut off without bus service from the world they helped to build.

Mothers in families who don't own a second car.

Husbands, who would prefer to leave the driving to someone else, all other factors being equal.

Merchants, because about one in four shoppers comes downtown by bus.

In essence, everyone who must move about the city.

Therefore, our first move was to find out from those who need Muni service how they regard Muni as it stands today.

This brings me to the opening sections of our Report, dealing with our findings on public opinion, into which I will go with some detail - and then follow more briefly through the succeeding sections, accompanied by visual exhibits, before handing you the complete Report for more thorough study.

March 9, 1971

P R E F A C E

A public relations and advertising program for the Municipal Railway should not be considered a "gimmick," a cover-up cosmetic to obscure shortcomings in services or facilities.

In our view, it should be a program involving both action and communication. It should be a program designed to take full advantage of all the positive benefits of the Muni system of mass transportation now existing, and upon this base develop new courses of action which will enhance the "image" of the Muni. To be effective, it must be based upon visual and recognizable evidence of changes and accomplishments reflecting the needs, and the desires of those who can and should use the Muni.

The Muni serves as a "people mover." It is also operated by "people." The common ground for both is the Muni vehicle, where they briefly meet and mingle without regard to social status, race, creed, color or economic level. To no little extent the Muni operation is dependent for success on how effective it can be in "humanizing" its services and bringing about an effective rapport between passengers and operators.

These things can be accomplished by taking an analytical look at what motivates the actions and reactions of "people," followed by a progressive plan of action and communication based upon developing more positive values for the Muni. Where there is presently a

negative element, the effort of management must be to replace it with a positive value.

The primary purpose of this report is to present a "people's" analysis of the Muni system, and offer a program designed to implement changes, physical and otherwise, which will provide the most effective and positive basis for conducting a public relations and advertising program.

The ultimate goal should be to erase the opinion of many of the people, one of whom, when asked what he thought of the Muni service, termed it "A Streetcar Named Undesirable."

Doing what needs to be done, and then telling about it in print, on the air, through meetings with public groups, in free and paid space; often repeatedly, truthfully, dramatically, with wit and good humor, in layman's language will, we firmly believe, meet with success.

Alessandro Baccari and Associates

Section I

Surveys and Research

DEVELOPING THE PLAN

In developing this report and plan of action, we have gone to the "source" - the people who, by their support or non-support of the system, provide the Muni management with its daily problems.

In like manner, we have gone to the men who represent the Muni in their daily contact with the public -- the operators of the buses and trolleys.

In our research, members of our staff have ridden the lines and routes. They have observed and taken photographs. They have conducted surveys with extensive questionnaires designed to develop what people think about the Muni, and why they think as they do. They have "people-tested" ideas and innovations.

Our research has extended to personal interrogation of civic leaders; of improvement associations; young people and senior citizens; downtown stores and neighborhood merchants; other public service organizations and clubs; utilities; executives, clerks and salesmen; and to representatives of the army of commuters who become San Franciscans by day and have need for Muni services.

We have met with vehicle operators in groups and individually. We have touched on sore spots and have discovered their frustrations. We have been elated at their desire to do their part in making improvements, and the practicality of their suggestions.

We have extended our research into other U.S. major cities, and beyond our borders to Hawaii, Canada, London and other European cities. We have studied their fare structures; the universal problem of subsidies and deficits; types of equipment and appearance; declining patronage trends; accomplishments and new ideas; and, how they regard and support programs in public relations and advertising.

Because of the depth of our research, this report goes beyond the presentation of ideas and methods for a public relations and advertising program. It sets forth the reasons and necessity for engaging in such a program, and directly relates those fundamental facts to specific suggestions which are reasonable and possible of implementation.

With respect to implementation of a plan of action, we wish to emphasize that many of the ideas and suggestions for improving the Muni services, and especially equipment, do not require a "crash dive" approach. Some can be dovetailed with present practices. In fact, a series of progressive steps will make the accompanying advertising and public relations efforts cumulative in their effect upon the public. Each step of advancement will thereby offer new opportunities for publicizing Muni's awareness of its responsibilities to the public, and how it is meeting the public's needs and desires. Each "change," visual or otherwise, thus becomes a sales tool by which to convince the public that the role of the Muni as "people mover" is not only worthy of their support, but fills a need without which life in San Francisco would be intolerable.

The results of our research, we have classified as follows:

a - Public Opinion

b - Employee Attitude

c - Management Attitude

d - Equipment and Services

e - Findings relating to other transportation systems

The following pages present these in detail.

(A) - Public Opinion

If a single phrase can describe the public attitude toward the Municipal Railway system, it is "a necessary evil." Like smog in the air they must breathe to stay alive, this system of public transportation is something to be endured because it is essential to their daily life; or, eschewed in favor of private transportation regardless of the cost.

To most of the citizens, the Muni is a corporate monopoly and carries with it the stigma that is associated with the word. They may vaguely understand that the Muni belongs to them, in the same sense that the City Hall belongs to them. But, as with the domed City Hall structure, they do not have a feeling of possession, or participation in what happens there.

They have many "gripes," some justified, some not.

After studying and analyzing points of conflict which lead to negative attitudes, we believe many of them can be overcome through a Muni advertising and public relations program which takes the public into its confidence and explains the "why" of it all. Other concepts presented herein, such as improvement in the appearance of vehicles and service information expansion, bear on psychological aspects of human behavior in urban living.

While "the customer is (not) always right," a hell-of-a-lot-of-times he is right. And he must be listened to.

Muni riders, and tax-paying non-riders, provide the "bread and butter" that keeps the Muni system alive.

Presently Muni has no communication with its riders, either as to what they want and need from the system, or the reasons why Muni does, or must do, some of the seemingly unreasonable things it does. Such a dialogue is vital to Muni's health, especially now when the public is taking a more direct role in shaping its urban environment.

Whatever actions and improvements can be devised to meet the desires and needs of the public deserve study, implementation and exploitation through a sound public relations and advertising campaign.

(B) - Employee Attitude

This study was made primarily of the men who operate the vehicles.

They serve two masters - the public and Muni management (from their immediate supervisors to the upper echelons).

In their relationship with the public, they react to courtesy with curtesy, or at least forbearance. Because they are human, they feel the personal sting of the chronic complainer and outright "troublemaker," and too often allow the resentment resulting from such encounters to be reflected in their conduct with other passengers.

On the whole, they feel "taken for granted" by the public; regarded as a part of the "equipment," rather than a human being. But they are by no means immune to the fact that they have a responsibility to their passengers in performing their assigned task of being "people movers." They take this seriously.

Among all those operators with whom we have talked, we have found great enthusiasm for a public relations and advertising campaign.

They feel, as do we, that any effort which will "humanize" their role and lead to an understanding of their problems will result in a more harmonious relationship with the public, reduce complaints, help eradicate vandalism, and create greater use of Muni facilities.

Contentment with their job, and how well they perform, has deep roots in their relationship with all types of supervisory personnel with whom they have daily dealings.

They are not unmindful of the fact that they are among the best paid of their craft. That is a positive value.

They do believe they understand, as well as anybody, how to do their job. There is a current of resentment when supervisors and inspectors needlessly "find fault."

Yet, strangely enough, the operators feel free to talk to those immediately above them when registering personal complaints, reporting equipment needs, or advancing ideas. But, they are in general agreement that, while they may be listened to, "nothing happens."

The operators feel completely isolated when it comes to learning what "top management" plans or wants to do that will have an affect on them. There is a lack of communication. They would like to know "what the brains are cooking up," and be accorded the courtesy of being informed directly, rather than by rumor, word-of-mouth, or from a newspaper report.

They feel loyal to, and "well taken care of" by their Union.

The Union representatives with whom we have talked are completely in accord with the men in regard to "seeing some action" on a public relations and advertising plan.

(C) - Management Attitude

We believe the new management team in charge of the Municipal Railway is doing a highly commendable job. The multiplicity of problems they face are challenges deserving of utmost support.

There has been no hesitancy at any level in supplying us with facts, figures and information.

Management has already taken steps to open lines of communication with its employees through the formation of a committee of representative operators, which meets regularly with management where a free flow of ideas and suggestions is welcomed. At these sessions, the "reasons why" for procedural methods are imparted to the operators. An expansion of these sessions based on an agenda which will stress the "public relations" influence of operators in their dealings with the public should accompany any program evolved for a general advertising and PR plan initiated by the Muni.

Internally, as well as externally, the great need is communication.

Their greatest requirement is to be given the additional tools, which we believe are encompassed in a broadened public relations plan and program, by which to open communication with the public.

Public confidence in management will further be strengthened if suggestions within this report relating to giving Muni "a new look," expanding its methods for "merchandising" the system, and initiating innovations are given the necessary funds and encouragement by the Commission.

(D) - Equipment and Services

Among large cities, San Francisco is fortunate in its condensed nature, which has made it possible over the years to establish Muni routes effectively reaching all sections of the city. There are no excessively long routes, as compared with other growing cities, hence no necessity for imposing "zone" fares.

In response to our research questionnaire, the public feels satisfied with the routes, and has no complaints on having to travel too far to reach a Muni line.

There is a definite public belief that "service" - which is interpreted by the public in various ways - is not up to the current standards which a city such as San Francisco should be providing its citizens.

For the most part the public regards the buses and trolleys as: "antiquated," "second-rate," "outworn," "terrible," "a disgrace;" "dirty," "filthy," "smelly;" "dull," "lifeless;" "hard-riding," "bumpy," "jerky"...just to mention a few choice phrases coming from users.

Regarding fares, the public does not like paying 25¢, but they understand that in this day of inflation such a fare structure is required. It is somewhat surprising to learn that a large percentage of the people do not realize that a part of their taxes supplies the money not generated by fares. This is important in view of the fact that demands for more service and better equipment is tied to the cash fare and the tax subsidy. These are subjects which the public finds

palatable only if explained, and should be incorporated into the proposed public relations program.

(E) - Other Transportation Systems

Our investigation of other transportation systems shows that our Municipal Railway's need for tax revenues follows a pattern existing in all major U.S. metropolitan areas. But, San Francisco's Muni deficit is lower than practically any other city. And, at the same time, San Francisco fares are lower than any of these cities.

These are points which should be widely publicized.

Complaints about "antiquated" equipment heard from San Francisco riders are insignificant when compared with many cities. In Boston, for example, equipment dating back to 1937 is still in use. Yet, our riders are unaware of such facts. In Honolulu, buses being "retired" by mainland cities are being placed in service.

Improved services and equipment have revitalized the mass transport system of Montreal, Canada. It has become the "in thing" to ride this system. Even the opera goers do not hesitate to travel in tuxedos to their destination on the local lines.

U.S. systems which are buying new buses are invariably having them painted in bright, fresh colors. Daily interior and exterior cleaning of all vehicles is becoming a standard operation.

We have made a special investigation of the world's largest transportation network, the London Transport system. It has both subway trains and surface buses in operation. It has a long-established

and well-defined public relations and advertising program, which in the words of London Transport's representative, is "a vital part of a communications effort to create increased ridership and to establish among its riders an understanding of and respect for London Transport."

Note: London Transport operates at a profit. Profits are reinvested in providing new equipment and increased service.

The success of London Transport's efforts in public relations - as well as in the field of transportation engineering and operations - is now being made available and is being used in many parts of the world. Through this "lending" operation it is possible for U.S. systems to secure the services of their top experts in any field.

We support the belief of the San Francisco Public Utilities Commission that a public relations/advertising campaign can result in an improved Muni public image, increased use of the system and regenerated pride and quality of service rendered by employees of the system. And the PUC's beliefs will be strengthened when they see how their objectives coincide with London Transport's analysis of its PR/advertising activities.

London Transport outlines its activities in this field as follows:

Public relations must include community relations, management and operations personnel. London Transport actively seeks representation on local planning and action groups. It devotes special attention to providing prompt response to passenger complaints and problems. It engages in continuing press relations and special

transit services. Its objective is not only to get its story told but to receive a feedback on the quality of its services, so as to make them more responsive to public requirements.

London Transport places a high priority on passenger information, which serves the double purpose of providing specific information to its passengers and generating new uses for public transit. Its signing, graphics, system maps, and guides make the system easy to use even for the occasional tourist and traveler. Its booklets, travel guides, promotional campaigns and special tours encourage use of the system by people who would otherwise use automobiles, or not go at all. Thus, off-peak use is encouraged, resulting in more efficient use of equipment and increasing revenues.

London Transport regards service improvements as essential to its public relations/public information program. It does not hesitate to change routes, frequency of service and type of equipment if this will increase use of the system.

With relation to other transit systems in the major cities of the United States, we believe there is encouragement to be found in statistics on declining number of passengers. The national figures for all systems for 1969-1970 showed a decline of 14.56 percent. The AC Transit system showed an increase in its trans-bay service, but on its local eastbay lines it showed a decline for this period of 5.79 percent. Although the Muni system report for 1969-1970 on declining patronage is not yet available, we are of the opinion it will be much less than the national average, and also less than that experienced on AC Transit's local service.

Expenditures by transit lines for advertising and public relations are regarded as necessities by practically all cities in which the operation is government-controlled.

AC Transit, for example, has an annual budget for advertising of $193,000; with an additional $38,000 earmarked for the issuance of maps and informational brochures. Although it counts its telephone information service as a highly necessary and important PR activity, the costs of this are not included in the advertising budget; nor are bus-stop markers or similar physical attributes designed to assist the public and thus increase patronage.

Will the funding of a public relations and advertising campaign for the Municipal Railway produce the desired results?

While we do not have cost figures before us, may we note that - so far as we know - the last large advertising campaign conducted by the Muni Railway took place in fiscal 1950-51. Large space ads were run in the then four metropolitan newspapers of San Francisco over a period of a year, to herald the Muni purchase and activation of new trolley coaches.

Philip F. Landis, then president of the Public Utilities Commission, reported to the Mayor at the conclusion of the year-long campaign as follows:

"Immediate beneficial results were obtained in the reduction of complaints and a twenty-fold increase in commendations. The downward revenue trend, which has been experienced nationally, however, was not halted until December, 1950, when passenger revenues exceeded budgetary estimates. This halt in riding habit decline continued

through January and February in spite of unusually rainy weather - always an adverse influence on patronage.

"It is the belief of the Public Utilities Commission that this program has been a sound investment and should be continued."

May we add a note of our own: So far as we know, that period in the history of the Muni is the last time when revenues exceeded estimates.

May we also note that this campaign of 1950-51 initiated the "Muni Man of the Month" idea, an idea which still has great merit.

Section II

Analysis and Recommendations

Section II - Analysis and Observations

(A) - Public Opinion

The general attitude of the public toward the Municipal Railway is negative.

While those who register specific complaints may be only a small proportion of the riders, and non-riders, the current of feeling which flows from these "gripes" is widespread.

The public sees only its side of the picture. It is not conditioned to the feeling that the Muni is their property; that it belongs to them; that as stockholders they not only have a stake in it but a responsibility to help make it work.

The prime need is a plan which will open the lines of communication between the Muni and the public, so people get an understanding of how it operates, what its problems are, the effectiveness of its service, the value of it to the community as well as to the individual, what it means as a weapon in preserving the ecology of our city (the Muni vs. the automobile), and some evidence that the Muni is cognizant of needs for the present and the future convenience and welfare of its customers.

Nothing can accomplish this more quickly than physical evidence of a "new look" embracing the Muni, if also reflected in its services, and an all-embracing "merchandising" of those services.

A private corporation risks its existence on producing a quality product and the use of sales tools - including advertising and public relations - to sell that product. The Municipal Railway must take this attitude as a going business concern.

The Municipal Railway must communicate with the public through every open avenue at its command - and there are many - to alleviate complaints and overcome apathy towards it, by truthful, well-founded presentation of its problems. It can demonstrate the values in its service which have become outweighed by personal displeasure, and which is primarily a result of urban life. It can benefit by comparisons. It can allay suspicion by explaining facts. It can "humanize" its operators and operations.

We venture the opinion that had the Muni been doing these things, there would have been little or no reason for an adverse Grand Jury report.

With relation to specific complaints aired by the general public, many could be allayed by public explanations as to why they occur, and what is being done to overcome them.

By stories which "humanize" the operator instead of considering him as part of the equipment, those who feel "insulted" by a gruff reply can be made to better understand the pressures which guiding a vehicle imposes on the man upon whom they depend for swift but safe transportation.

Those who complain at being "passed up" by a bus, do not realize that such may be a requirement for "catching up" with a time schedule, and that often it is to allow a following bus with plenty of room on board to better serve the customer. They need to know.

Those who board streetcars or buses in the rush hours, can be educated to look for a less crowded following vehicle; and, if improvements are made in front-end signs, people will be more able to spot a following bus a block or more away.

Those who despair of knowing how to reach an unfamiliar destination, can be provided with more simplified maps and directions. They will know beforehand how to get where they want to go, instead of holding up a bus or trolley by asking questions of the operator.

By making littering "unpopular," they will help to clean up the interior of the vehicles they ride in.

By public relations and educational programs directed at the young, vandalism can be overcome. Perhaps slowly, but certainly improved by reaching the very young as well as the adolescents.

By communicating with the public through "listening posts" established in cooperative with civic and neighborhood groups, "telling the Muni story" can reach vast numbers of influential people, and secure their cooperation.

By forthrightly explaining the need for tax-supported subsidies, the fare structure can be made palatable.

Initiating - even if only on an experimental basis - innovations in shuttle service, tours, etc., new sources of revenue can be tapped.

Many complaints and shortcomings can be overcome by a public relations and advertising campaign which carries its message to everyone who can or should be regular patrons of their "people mover" system.

Every complaint is worthy of an official reply.

(B) - Employee Opinions

Developing a new sense of pride in their job is highly important in reducing employee absenteeism, costly turnover in personnel, recruiting operators, improving the relationship of operators with the public, developing training programs, and improving respect for supervisory personnel and top management.

The key to this is communication, and education. No less than the general public, the employees should understand how the Muni operates, the problem of costs, the fare structure, the necessity for tax subsidies, and see how, through the proposed Muni campaigns, that they are being given a proper image before the public.

Complaints by operators that they are listened to but "nothing happens," can be overcome through better communication and explanations.

Their feeling of aloofness from top management can be overcome by bulletins and notices which "let them in" on contemplated improvements and changes before the public is told.

They need assurance that when BART is completed, their jobs will not become jeopardized.

Matters of policy are involved in the complaint of operators that chances for advancement and better jobs are either wound up in red tape, or seem to go to "favorites."

Desire for self-improvement can be stimulated by a review and upgrading of courses of instruction on many subjects.

A revitalizing of the "man of the month" publicity can renew the sense of pride, and also lead to a new awareness on the part of the public to the human aspects of an operator's life. This should lead to a greater number of commendations, and a striving on the part of operators for this recognition.

(C) - Management Attitude

We believe San Francisco is being well served by the management team which is at the helm of the Municipal Railway.

It has such a multiplicity of daily problems, with pressures from the public and not a few stemming from its employee relations, that it is understandable that little time is left for communicating with the public.

The chief lack, in this respect, is the "tools" of communication which can be mounted on their behalf through a public relations and advertising program properly funded to make it viable and continuing.

The public relations department of the Muni should be a "prod" with management to uncover and publicize all positive benefits which it can uncover.

A case in point, is the recent rather minor treatment given by the San Francisco press to the announcement of the type of cars which the Muni will operate when BART and the under-Market Street subway is completed. Yet, an alert reporter on the Oakland Tribune took this material, researched it and produced a feature article and picture of the "car of the future" in the Sunday Tribune.

But even in this, questions were created in the minds of some San Franciscans which the Muni should have anticipated. They want to know, for example, how a train of cars can be "geared" to travel at 48 miles an hour on city streets where motorists are restrained to 30 miles per hour or less. They wonder what is going to happen at Forest Hills station when 225-feet of train arrives to discharge rush hour passengers; and, what is going to take place at the West Portal exit. They are led to believe that the speed of 65 miles per hour possible in the subway will also be maintained through Twin Peaks Tunnel on the present rough tracks.

It should be remembered that good public relations also depends on good press relations; and thoroughness in presenting facts and feature material for press handling.

We have high respect for the Muni PR office and its members, but take this opportunity of pointing out to management that this department is a valuable tool that needs its full support; even without an expanded PR-advertising campaign. It is dependent upon management for ability to perform.

(D) - Observations on Equipment and Services

We believe the Municipal Railway has come to a point where the public can become responsive to a series of steps and actions that will improve the present physical "image" of equipment; and be impelled thereby to believe that the Muni has indeed come to be a "modern" system of transportation which they should patronize.

As noted elsewhere in this report, it may not be necessary to make a sudden transition in appearance of all equipment, or the type of vehicles in use, for suggested changes to be made. Many of them can be done as a part of regular operating procedures.

But, if these changes are to register fully with the public, they can and should be supported by an advertising and public relations campaign which takes full advantage of every major, or minor improvement.

Working together in actions and publicizing these actions, the impact can have a powerful influence on public attitudes, and a belief in the efficiency of their Muni.

A description of the suggested improvements, and reasons therefore, are treated step by step in Section III, and in graphic designs which will be presented to the Public Utilities Commission as accompanying material not possible of duplication in these pages.

(E) - Questionnaires

We have circulated three types of questionnaires in addition to our staff observations. One reflects opinions of the public, and their knowledge of Muni operations. Another was circulated in the financial district to determine present and future Muni use by city residents and commuters. A third went to operating personnel to draw out their job attitudes and relationships with the public.

The questions asked, and a summary of the replies follow.

The General Public Questionnaire

Two hundred and fifty passengers were asked seventeen questions.

Question 1

Do you ride the Muni daily?
146 said yes
88 said occasionally
16 said hardly

What is your chief reason for using the Muni? - comments received:
"necessity"
"desperation"
"no other means of transportation"
"to and from work"
"business"
"sight-seeing"
"shopping"

What is your chief reason for not using the Muni more?
"poor scheduling"
"inconvenience"
"personal car more convenient"
"fear"
"dirty vehicles"

Question 2

Is the bus or streetcar stop conveniently located with reference to where you live, or get on the vehicle?
198 said "yes"
52 said "no"

Would you use the Muni more often if the route were changed?
236 said "no"
14 said "yes"

Question 3

What route do you most frequently use? -- varied answers

Are you familiar with other Muni routes, and their destination?
205 said "very few"
10 said "yes"
10 said "none"

Question 4

Does the route number and destination sign on the front of the bus or trolley give you enough information, so that you can tell which one to take?

10 said "yes"
48 said "usually not"
192 said "no"

How far away can you read these vehicle signs?

186 said "half block or less"
64 said "one block"

How do you determine where a bus stops, especially in a neighborhood with which you are not familiar?

61 said "not easy"
128 said "ask driver"
59 said "look for white mark on street"
2 said "look for yellow mark on pole"

Would a sign at a bus stop telling you what routes stop there, and where they go, be of help?

250 said "yes"
majority added--"at least the route numbers and destination"

Question 5

When you ask the driver for information, where to transfer, etc., do they give you that information - cheerfully; in an abusive tone; or, not at all?

82 said "cheerfully"
112 said "in an abusive tone"
56 said "not at all"

Question 6

Do you know that there is a central Muni telephone number you can call to get route information?

208 said "no"
42 said "yes"

Do you know that there is a Muni system map and description of where each route travels in the telephone book?

203 said "no"
47 said "yes"

Those who said "yes" were asked: Do you feel it is easy or difficult to determine from this telephone book map and information how to get where you want to go?

45 said "difficult"
2 said "very difficult"

Question 7

Day or night, does the Muni operate vehicles on your route often enough to be reasonably convenient for you?

188 said "sometimes"
33 said "no"
32 said "uncertain"

Question 8

Do you find that drivers pass by you at a stop without stopping?

167 said "often"
58 said "occasionally"
25 uncommitted

Question 9

Do you hesitate to use the Muni at night because you are afraid to stand alone at some of the stops?

211 said "yes"
5 said "no"
34 no comment

Question 10

Would improved lighting at bus stops increase your nighttime use of the Muni?

154 said "yes"
16 said "no"
80 were uncertain

Question 11

Do you find the "exact fare" requirement an inconvenience?

247 said "yes"
2 said "no"
1 undecided

Would you purchase "tokens" at the regular 25¢ fare price to avoid the necessity of having exact change?

193 said "yes"
20 said "no"
37 undecided

Would you buy a week's supply at a time?
125 said "yes"
56 said "undecided"
19 said "no"
Many of those who were undecided stated that they would be willing to buy a week's supply of tokens if they could be used over a lengthy period.

If tokens were available at a slight reduction in price, would you buy them in quantity?
210 said "yes"
5 said "no"
35 undecided

Would a book of tickets be more satisfactory to you than metal tokens?
150 said "no"
82 said "yes"
68 undecided

Would a "pass" good for a month be better?
184 said "no"
46 said "yes"
20 undecided

Question 12

Do you find the Muni vehicles you ride generally clean, littered, or dirty?
192 said littered
56 said dirty
2 said clean

Question 13

Are you aware that the Muni system operates at a deficit, and that the difference between income and expenses is made up in the property taxes you pay?
179 said "they did not know"
71 said "they did know"

Question 14

Do you think the Muni system should be self-supporting, even though it might mean raising fares to 40¢ or 50¢ per ride?
191 said "no"
5 undecided
8 said "yes"

If fares were increased, would you use the Muni regularly, less regularly, or stop using it?

202 said "less regularly"
10 said "stop using it"
38 undecided

If you are a tax-paying property owner, would you favor an increase in your tax bill in order to reduce the present 25¢ fare?

Of those 250 interviewed, 112 were property owners.
All said "no."

If the fare were lower, would you use the Muni more?

168 said "no"
82 said "yes"

Question 15

Do you feel that the Muni system is being efficiently operated and managed; or that there is waste, mismanagement, or any element of corruption involved?

176 said "they cannot say--not familiar with Muni system management"
54 said "from what we read in the newspapers it is not efficiently operated and managed"
20 said "it is being efficiently operated."

Question 16

From what you have heard or read, do you anticipate any change or improvement in Muni operations when the Bay Area Rapid transit system (BART) is completed?

168 said "no"
50 said "yes"
12 undecided

Do you expect the completion of BART to make any change in your riding habits? How and why?

174 said "they did not know"
52 said "no"
24 said "yes"

Question 17

Do you find the Muni vehicles visually attractive, inside and outside?

204 said "they were not attractive"
31 said "undecided"
15 said "yes"

The Financial District Questionnaire

One hundred and eighty businessmen in the financial district were asked nine questions.

Question 1

How do you reach your job in the financial district?

108 commute from outside San Francisco
...of those: 68 drive to work
15 via Southern Pacific
18 via Greyhound
6 via Ferry

72 are residents of the city. Of these only 12 use the Muni system (and at that occasionally).
60 use their car to work.
Average parking rate - $2.00 per day.

128 commuters and residents of the city take their cars to work. Of this 63 use their car for business purposes.

Question 2

In making business calls during the day, do you walk, take taxi, ride Muni, or drive own car?
63 said "drive their car"
53 said "walk"
46 said "take taxi"
18 said "ride Muni"

Question 3

Would you make use of a Muni shuttle bus, touring the financial district, at a special "shuttle rate"?
180 said "yes"

If "yes," what streets should it move on?
Stockton-Kearny-Montgomery-Sansome-Battery-O'Farrell-Geary-Post-Sutter-Pine-Bush-California

Question 4

Would a Muni shuttle bus moving only between the financial district to the city, state and federal buildings at Civic Center, then over to the Hall of Justice on Bryant Street, and back to the financial district, be a convenience for you?
153 said "yes"
27 said "no"

How often would you use such a shuttle route?
103 said "frequently"
53 said "daily"
24 said "seldom"

Question 5

Would you be willing to pay more than the regular 25¢ fare for a shuttle service to the Civic Center-Hall of Justice?
115 said "no"
52 said "yes"
13 undecided
Of those who said "yes" - 42 offered to pay a 50¢ fare.

Would you purchase a special shuttle ticket for a specific sum that would permit unlimited shuttle use for each day?
83 said "yes"
27 undecided
70 said "no"

How much would you pay for each one-day ticket?
Of those who said yes:
75 said "50¢"
8 said "75¢"

Question 6

What other sections of San Francisco do you regularly visit on business?
The areas varied.

And how do you get there?
81 said by "Auto"
58 said by "Taxi"
23 said by "Muni"

Question 7

Would you make regular use of a shuttle system going directly from the financial district to restaurant centers, such as Fisherman's Wharf, Chinatown, or Union Street during the lunch hour?
59 said "yes"
37 said "no"
85 undecided

Question 8

Other than shuttle service, would you use the Muni more if tokens or books of tickets were made available - selling at the regular price of 25¢, but eliminating the need for carrying exact change?

164 said "yes"
10 said "no"
6 undecided

Would you use the Muni more if these tokens or tickets were sold at a rate less than the regular 25¢ fare?

53 said "yes"
103 said "no"
24 undecided

Question 9

Other than the route you ride by Muni from home to work, are you familiar with other routes to various parts of the city, and how to get where you want to go?

167 said "no"
13 said "yes"

If in doubt, how do you find out what route to take?

162 said "telephone the Muni"
18 said "look it up in the telephone directory"

The Muni Operators Questionnaire

We prepared a list of questions about Muni operations and had them distributed to personnel with a request that they answer them and return them. No signatures were asked for, although some men signed their questionnaire. Fifty of the operators responded. Following are all of the questions with some of the more representative replies:

Question 1

Do you enjoy your job, and working for the Muni?

> Almost every sheet we saw had "yes" in reply to this question. One man stated, "It's a good steady job and gives you a comfortable income."

Question 2

Do you like the Muni uniform? Is it comfortable? Do you like the color? If it were to be changed, how should it be changed?

> Most said they like the uniform as it is. Several said they "would prefer a different cap." Also, "One pair of pants, one jacket, two shirts, two ties should be given out each year," "Would like lightweight pants for summer," "We should have a warmer weight pants and jacket for cold weather."

Question 3

Do you feel free to express your ideas, complaints, and feelings about your job to your supervisors?

> Nearly all answered "yes" to this.

Do they listen to your ideas? Do they take action?

> This second part of question three brought a few "yes" responses, some left blank, but the majority of the answers were "no." Some answered "yes" to the first part of the question and "no" to the second part. Some who answered more fully stated, "You feel free to do all these things, but nobody seems to do anything about them -- so it's foolish to say anything." "They listen to your ideas, but they don't seem to take any action." "Sometimes."

Question 4

Does it bother you to have passengers ask you questions or talk to you? What questions do passengers most frequently ask?

Most men said they were not bothered by passengers asking them questions, although "obvious" or "silly" questions annoyed some. Some were also annoyed by passengers talking to them other than to ask questions. Most frequently asked questions pertained to the route of the vehicle and how the passenger could reach his destination.

Question 5

If passengers make a complaint to you, what are the most frequent complaints?

The large majority of operators said the primary complaint was the long wait the passenger endured before his coach came. The second largest complaint was that the "bus ahead passed me up." Crowded coaches were also complained of to the operators, as were persons smoking aboard the coaches.

Question 6

Are many passengers abusive to you, or otherwise annoying in conduct when getting on board, or asking for information?

Surprisingly, most operators answered "no" to this question. Some answered in the vein of "Not very many -- only occasionally."

Do you think most passengers take you for granted, and are indifferent to your feelings?

This second part of question six brought a 60-40 ratio with the majority of answers "yes." One driver stated, "Actually, yes. However on regular runs regular passengers can be depended upon to back you up. They are appreciative of kindness and courtesy." Another driver replied, "I am not salaried to think," indicating, perhaps, what he felt the public and management thought of him.

Question 7

What class of passengers cause you the most annoyance or trouble?

The majority answered "drunks." "Teenagers" came next. Some answered "lower class," while others answered "upper class." Said one driver, "I love every one of the blankety-blanks."

Question 8

Do many passengers get on board without having the exact change?

The majority said "no" although some said "yes."

Do you tell them to get off?

A large percentage answered "no"; the others said "yes."

Or, do you suggest they ask other passengers for change and carry them to the next stop?

The majority answered "yes."

Question 9

Do you favor the use of tokens?

The larger percentage answered "yes"; others said "no," while some said they were "indifferent" to tokens.

Question 10

Would a book of tickets be just as satisfactory as tokens?

The greater majority answered "no," with the rest, "yes." Some comments against it were, "Too much trouble," and, "Not with the present fare boxes, but suggest tickets instead of school cards."

Question 11

In your opinion would tokens or tickets increase use of the Muni?

Drivers were divided on whether these would increase use, but a number of those answering "yes" said they thought tokens would.

Question 12

What do you think could be done by Muni to provide better and more satisfactory service for its passengers?

This brought a wide range of responses. The only answer to show up the most centered around "better management." Also, "better service," "better equipment," "keep traffic off Market Street in construction area," "more even headway."

Question 13

What changes in making out reports, etc., might be made to simplify your job?

The greater majority had no comment to this. Others complained about the reports, such as "Inform the inspectors to concern themselves with meaningful reports, not petty ones." Also, "eliminate school cards and follow New York's system," "simplify or eliminate transfers."

Question 14

What else might be done to improve your job or your contentment with working for the Muni?

Many had no answer for this but others called for "proper relationship between management and employees. These are men, not machines!" "More dignity to the job, better communications." "Replace old equipment" was asked by several, for their comfort and for greater safety. Others called for more respect from the public and Muni inspectors.

Section III

Specific Proposals

Section III - Proposals and Recommendations

A - A "New Look" Insignia for Muni

The Municipal Railway needs a new means of identifying itself to the public - as an "on-going" viable and progressive institution or service.

In considering the idea of a new symbol or trademark for the Muni system, it is only necessary to note what is going on in the corporate world which is such a vital part of San Francisco and the nation.

A trademark or symbol is used to create a visual identity that will create a pleasing and identifiable image to the public. This is why such institutions as Bell Telephone has changed from lettering to a symbol. It is why the Bank of America has spent untold thousands of dollars in creating a trademark of distinctive lettering and in putting it into use. Another example is Westinghouse which has adopted a distinctive but simplified "W," which stands for all they do, in many fields of electrical work - from applicances to huge construction.

A trademark or symbol can do many things. It tells a story; a story that only applies to the organization using it. It is pleasing to the eye. It is easy of being applied wherever identification is needed. It creates a public awareness of the organization's activities. And -- it can "update" the overall image of any organization.

The work of designing a trademark or symbol is a specialized field that has attracted the finest graphic talents of the age.

We present here, on the cover of this Report, what we believe is a fitting symbol for Muni. It is the work of one of San Francisco's top graphic and trademark designers, whose efforts have been employed by some of the largest and most prestigious companies. Many of his designs and trademarks have won national art awards. It is offered herewith, on condition of purchase.

We believe its adoption will please the public. It will go far in signifying that the Muni is progressive, adaptable to change, and determined to move forward in its public services.

B - A "New Look" Color Plan

Color is bursting on the public eye from all quarters today, and a bus or trolley that follows the military-like dictates of what has been heretofore considered a "proper" vehicle color becomes just one more piece of dull government equipment.

Muni vehicles deserve the advantages of color to convey the message of a revitalized system, and because it is in keeping with San Francisco's tradition of being a city that knows how.

Live colors can help the passenger to feel a warm response toward the vehicle.

After months of research and study, we have prepared a color scheme which is being herewith presented to the Commission.

There is a solid basis of logic in the design and colors selected. Unlike older and smoke-dimmed cities, San Francisco is visually bright. Its buildings are primarily white and pastel. Its people and activities are dressed in brighter tones - store windows, displays, neon signs, and more and more its vehicles - as complements of white, which serves as a simple, dynamic graphic background.

The color lines selected leap forward along the sides of the vehicles - red, ochre and orange - work together well visually and are warm. The lines also present a rainbow effect, symbolic of the reflected sun on the waters that surround our city, and San Francisco as the pot of gold at the end of the rainbow. It also symbolizes the harmonious blending of the many colors of the people who live here.

Further, the color streaks moving across the white void produces a feeling of movement through space; like a jet through the sky or a space capsule across the face of the sun. It produces a psychological sunburst; an emotional uplift to the viewer. It creates a look of movement even when the vehicle is motionless; a look that says the Muni is going forward in more than one sense. A system that is bright and on its toes.

If the "system" looks bright and dynamic it can become so. The look can create the will.

The basicially white vehicle interior with multi-colored seats carries a continuity with the exterior colors. It pushes out the walls and makes the interior more spacious. It is cheerful. Happy colors make happy people. People want to ride in a pleasant vehicle. It brings the outside brightness of a vibrant San Francisco inside.

May we point out that while the predominant color plan is white (a very practical need for high visibility of the vehicles in the dark and fog) the added touches of color in a streamlined effect give it a freshness and modern appearance that is cheerful and by no means overpowering.

Such a color scheme as is offered herewith would place the Muni system in line with such institutions as the telephone company; which is now converting its huge fleet of trucks and cars to a light background with color stripes.

The color plan presented herewith is adaptable to all types of Muni vehicles - coaches, buses, trolleys and the automobiles used by inspectors and supervisors. (See exhibit.)

With regard to inspectors' vehicles, getting away from the proverbial black touring car is essential. In the public eye, the inspectors' car now brings to mind a police "prowl car." The new color scheme would help to dissipate this feeling. May we note, in this regard, that Oakland Chief of Police Gains has recently experimented by repainting some of the patrol cars in light colors, and reports that is has "improved our public image."

C - Interior "New Look" Colors

Buses and trolleys are enclosed rooms and must carry their color with them.

Brightening the interior of vehicles, as shown in exhibits presented in connection with the Report, can impart a cheerful note.

Side walls, ceiling and seats should all be used to brighten the interior of the vehicles. With the interior of the vehicles brightened and "paint clean," the public will not only want to ride in this cheerful atmosphere, but will not be so inclined to litter.

Interior signs should be redesigned for greater visibility and to harmonize with the color scheme. This applies to such signs as "No Smoking," "No radios," "Step down," etc. (See exhibit.) It should also apply to the sign on the outside advising passengers that exact change is necessary, but which presently do NOT tell the boarding passenger what the fare is. Regular riders may know the fare, but others do not.

D - Vehicle "Housekeeping"

At present most of the Muni vehicles interiors are just plain dirty. Floors have dirt smeared on them, and newspapers, candy wrappers, and food lie beneath the seats. This turns people away from wanting to use the bus and invites more trash to be thrown on top of what is already there. We offer some "on the scene" photos of these conditions. (See exhibit.)

A stepped-up program of cleaning the interior of buses, sweeping out at least, should be developed - not just once a day, but more often.

Our survey of AC Transit buses in the East Bay uncovered little trash on the floors. The difference is their daily clean-up program.

Many of the Muni vehicles have slashed seats, backs and cushions, the result of vandalism. The appearance of these indicates that too

long a period of time is being taken to repair or replace them. Meanwhile passengers are forced to sit on them, or stand in preference. (See photo exhibit.)

Metal or plastic seats should be considered in place of fabric. Meanwhile a stepped-up program of replacing seats should be inaugurated.

E - Vehicle Informational Signs

One of the greatest needs in making the Muni a fully functional transit system, is a complete revision of "informational" signs.

A passenger inside a vehicle has no way of knowing what line he is on, or where it is going. There should be a newly designed sign to state the route and destination where it can be seen by all passengers. It should include a simplified map, showing transfer points. (See exhibit of sample sign.)

The present exterior signs on the front of vehicles need redesigning for greater long-distance visibility. When a long line of coaches comes up Market Street at rush hours, everyone tries to board "their bus." If the exterior sign could be read farther away, they might note that three or four coaches "down the street" is also "their bus," and is not crowded. This could be a color-coded plaque that could be changed to match the routes.

Color-coded lights on the front of vehicles might also be used to designate the approaching vehicle at night. A flag of distinctive color could be used to indicate express runs.

F - Bus Stop Signs

Bus stop signs are hard to see, and at worst are invisible.

The pale yellow bands now painted on utility poles are faded from their original hue. In some instances a "pipe-size" pole is used which makes the yellow band even more difficult to see.

Some bus stop locations have a small, weather-beaten sign listing route numbers, but they have no meaning to anyone not familiar with where those routes may take them. Moreover, these signs are few in number.

We have designed (see exhibit) what should be used for presenting clear and proper information for passengers, at all bus stops.

It would list the route numbers of vehicles stopping there. It would show a simplified map of those routes, with transfer points indicated for connecting lines. It would stand alone, and not be a "tacked on" affair. The information would be contained within a clear plastic cover as a weather protection. Changes which might be necessary could be easily made.

Standing alone, these signs would also be a clear indication of where the bus stops, something not now possible to discern.

The bus zones painted on curbs are helpful to a pedestrian a few feet away from them, but are not visible from across the street or any distance away. The pedestrian should not have to rely on the painted curb for information. Judging by the condition of the painted curbs, it is evident that these are not being maintained often enough.

Improved informational signs, as presented with this Report, would also be an assistance to the bus driver. It would pinpoint his stopping place, and because of the information on the sign, fewer people would board the bus for the purpose of asking "where do you go?" - "is this the bus to go to -- ?" This would speed up service. From the map on the sign, the boarding passenger would already know where it was going, and where his transfer point is located.

An area for Muni exploration is possible financial or production aid from the Department of Public Works in common sign locations. Some streets and bus locations now have numerous traffic signs at the same point, leading to an unnecessary duplication and cluttering of the location.

G - Public Information Services

Present methods of providing the riding public with information about Muni routes and destinations need improvement and expansion.

Telephone calls to the Muni information center too often result in a busy signal, even after repeated calls. And, when someone does answer, the answers are usually curt, with a note of impatience at the question being asked. This service needs to be increased - and publicized. All Muni street signs should include this information center.

This is good public relations.

Colorful information gazeboes could be placed at strategic locations downtown inside BART stations and at selected heavy-traffic

points in the districts to answer passengers' questions and to distribute maps.

H - Maps

The map now being carried in the telephone book is far too complicated for most people to determine where any line goes, and how to reach a given destination.

This should be simplified, with the present single city map now spread over two pages replaced with four or five "zone maps " with clear lines and keys, these would relate a passenger quickly to the parts of the city served by the main trunk lines, and the cross-town connecting lines.

A sample of such is shown in rough form as one of our exhibits.

The same simplified, zone type of map, should be reproduced in folder form for the benefit of passengers; both those using a regular route, or strangers wishing to reach a specific destination. Each Muni route vehicle would have a supply of these maps, applying to that line, to be passed out to passengers on request. This would save numerous questions being asked of operators, thus saving time and irritation. Not every driver in one part of the city on a regular run knows where a more distant route leads, or where is the best point for making a transfer. Such questions would be answered in a simplified zone map folder.

Study should also be given to the present route identifications. Thousands of our people are not familiar with the "old time" designations,

and study should be given to a more meaningful designation; and especially to impart information as to the principal places to be reached, and ultimate destination. "To the Zoo" has far more meaning than "Taraval."

Map folders would also serve as a means of advertising other Muni services, such as the Sunday pass. It would further be used for information about places of interest to be seen while traveling on that particular route. Even regular riders are not always aware of the fact that their daily ride takes them past places of historical interest.

The simplified map system, plus information on routes and destinations, would lend itself to duplication on Muni-supplied posters and cards which banks, savings and loan institutions, hotels and motels, would gladly give space. Neighborhood merchants would also welcome this form of public assistance in support of Muni.

I - Transfers

A new "look" and simplification is greatly needed for transfers.

Presently the public cannot decipher what they mean. It does not tell them where to transfer, to what, and when. The back is a jargon of meaningless words.

Applying modern design to this piece of paper can make it meaningful to both the public, and in giving the operator what he needs to know at a glance.

It should plainly indicate the line issuing it. It should plainly show where it can be used. It should tell the user for how long it is good.

A redesigned, meaningful transfer would be another real step in providing useful information to the riding public. It would also be an indication of advancement from the "old days" to a modern system of transportation.

A new transfer would be "good public relations."

J - Literature

As a public servant Muni can have much free advertising on its services, routes, schedules and plans just for the asking.

Literature and maps designed for this purpose should be created which can be offered - often at no expense even for printing - for use as envelope enclosures to go out with water department bills, with bills from downtown stores (stressing the "shopping period between 10 a.m. and 3 p.m."), and through other public service organizations such as the PG&E and telephone company.

Many companies, such as banks, savings and loan associations, etc., also publish monthly bulletins for their patrons. Properly approached, we are of the firm opinion that they would willingly devote an issue of such a publication, or partial issue, to telling of Muni's services and plans for service. With assistance from Muni, these could serve as something to keep for reference. In time, it would assure Muni of having reached every citizen within San Francisco.

Special literature should be created highlighting Muni service to points of interest - Golden Gate Park, the museums, Fisherman's Wharf. Special events at such places are widely advertised by associations or business groups, and would welcome Muni's assistance in publicizing these places in its literature, and serve as points for distribution for the same. They should also be invited to supply suitable posters for display in Muni vehicles, including information on "how to get there by Muni."

The convention bureau, and hotels, would welcome, we know, Muni literature for the benefit of convention visitors. Many conventions are centered at the Auditorium and Brooks Hall. Few visitors know how to reach these places from their hotel, so the business goes to the taxi companies.

K - Cooperative Effort

There is a wide-open door for cooperative assistance in making Muni service attractive, and usable, by the thousands of people who commute to San Francisco, or come here from other cities.

When we called upon the Greyhound Depot on Seventh Street, we were welcomed by the words - "We have been waiting for someone from Muni to call on us, but no one has ever come." Moreover, they offered, voluntarily, the use of a huge wall space in that depot for mounting a Muni system map, and further offered to pass out folders or route maps to the people who seek this information daily from their information counter. Now, they have nothing.

We found a similar situation prevails at the Southern Pacific Station on Townsend Street. An offer of assistance in any way Muni wishes was given by the officials.

AC Transit has informed us that they would make use of map folders, and information sheets or literature that would assist the people who cross the Bay on their system, but do not know how to find their way around San Francisco.

A similar source for attracting more riders exists with the new ferryboat service that now serves Marin County and San Francisco commuters and tourists.

The coming of BART will open still another door for cooperative effort. We have already been informed by BART that it wishes to do everything possible to link its system with Muni services. More details on this are commented upon in a further section.

Individual route maps in folder form should be made available to all those who patronzie these transportation lines entering San Francisco.

L - Neighborhood and Business Organization

Downtown merchants, the Chamber of Commerce, and others whose chief interests are the continued development of downtown San Francisco have been approached by us. They have universally expressed the opinion that the Muni Railway is a vital part of this city's life. and will do everything possible to augment and assist in making it fully useful to the city's inhabitants and thousands of visitors and commuters.

As part of its public relations program, Muni should also work with and through the neighborhood merchant associations, the local improvement associations, and similar bodies for the purpose of presenting speakers and information on what the Muni is, what it does for the community, and how these influential people can render assistance to "their Muni." Such meetings will not only impart information to a wide segment of the public, but will also get a "feedback" which will keep the Muni informed on public feelings, opinions and complaints that can be overcome.

A well-organized "speakers bureau" will also find an open door at the many service clubs in San Francisco. We are of the opinion that an alert organization such as the Junior Chamber of Commerce might well form the nucleus for a speakers bureau, as a public service to their city. There are also a number of public speaking organizations and classes which could be invited to participate in such a program, after being "schooled" in what to talk about.

M - Anti-Vandalism Campaign

Vandalism costs the Muni up to $50,000 a year, we are told. Most of this damage is the "carving up" of the upholstery on buses by youngsters.

Posters should be placed in vehicles, stressing the "you lose" theme, which vandalism causes to the real "owners" of these vehicles - the public.

The time to start training the young to regard the vehicles as their property should not wait until they are in high school, or older. It should begin as soon as they reach school age. Child psychologists and teachers will attest to the fact that the very early years are the years in which most lasting impressions are made.

The campaign against vandalism should start at this early age, in the schools, and be continued through junior high at least.

The Muni should give consideration to inaugurating a system of free tours of San Francisco for every class of youngsters, during which a traveling representative of the Muni - in uniform - would be able to impress on these young minds how and why to take care of "their" property.

An effort to reduce littering should be a counterpart of the anti-vandalism campaign; including in-vehicle signs and posters.

Litter cans might, by cooperation with the Public Works Department, be located at bus stops where the passenger on alighting can conveniently discard candy wrappers, old newspapers and other litter. It is possible that a small litter can could be incorporated in the bus stop sign installation previously mentioned.

N - "Merchandising" MUNI

A sales approach to Muni service can bring huge benefits in riders and revenue.

A renewed campaign to popularize the Sunday 50¢ pass should be included in all phases of the Muni advertising and public relations

plan. Many people, including long-time residents, are still unacquainted with this Sunday pass. Newcomers and tourists should be actively "merchandised" with literature and signs to tell them about it, and especially where to obtain them.

Charter Service: Despite the assurance of the Muni information girl that "people in San Francisco know about it," one of the best kept secrets about Muni is its charter service. Buses can be chartered. A cable car can be chartered operating on its regular route, or a motorized cable car that can run on any street. Even a trolley car can be chartered.

Chartering means extra revenue (a four-hour bus charter brings in $50, for example). Yet in this city of conventions and happenings, most of the chartering money goes to Gray Line, one of several private charter services in the East Bay, or AC Transit, which actively solicits this kind of business.

Currently this Muni chartering service is available only during "non-peak hours," and buses for this purpose are taken from regular routes.

If, as suggested under other sections of this report, a few specially painted buses were reserved for school excursions and senior citizen outings, these could be kept busy as charter buses regardless of hours, if an aggressive advertising and public relations program was directed to this extra-revenue service.

Conventions alone offer a wide-open opportunity to provide sightseeing chartering. At practically all conventions, the wives

who come with their husbands but are not interested in the convention speeches, are given the opportunity of a sightseeing tour by chartered bus - which usually turns out to be a Gray Line or AC Transit bus. It is useless to wait for a phone call the day before a convention opens. This kind of business must be cultivated months ahead of the happening.

San Francisco is "big" in sports events. The promoters of professional sports, from football and baseball to basketball, track, etc., all spend large sums to advertise these events. Muni should, with no difficulty, find ways to tie-in its services to those events by working with the promoters, and at no expense in most cases to Muni.

Further ideas on the "merchandising" of what Muni is selling - reasonable, convenient, comfortable service, which gets a person to where he wants to go as swiftly and safely as possible - are contained in Section IV.

Section III

The Influence of BART

Ever since the voters of San Francisco approved of a partnership in the building of the Bay Area Rapid Transit system, the role of the Municipal Railway has - in the minds of most San Franciscans - been one of uncertainty.

Among other things, a whole new generation has been born and reached maturity since the initial concept of a Bay Area Rapid Transit system was first given serious study in 1947. It has been fourteen years since the District was formally organized under State Legislature approval, and engineering studies initiated which resulted in voter approval of the bonds in 1962.

In its zeal to sell San Franciscans on BART, the voters were given imaginative ideas about the Muni relationship with it. Implied was a vast inter-tie with Muni, with new Muni high-speed trolleys operating out through the Twin Peaks tunnel on the upper level of the Market Street subway. The subway was pictured as having open air stretches between stations, surrounded on the street level with trees and promenade-like sidewalks. Escalators were to move BART passengers from the lower subway level to the Muni lines above.

Subway construction was to be carried on with a minimum of disruption to Market Street and Muni service on that thoroughfare. Only two blocks were to be torn up at any one time, and two months later they would be back in service. But Market Street is still a "mess" of construction activity. It has added to the displeasure of Muni riders, and their frustration is visited on Muni.

So thoroughly did BART "sell" San Franciscans that it was to be their transportation salvation, that even the bus operators for Muni became convinced that with the coming of BART vast number of them would be without a job.

By and large, San Francisco still does not know what plans the Municipal Railway has in mind when BART trains begin rolling beneath the Bay to discharge commuters at its San Francisco stations.

In fact, it still comes as a surprise to many San Francicans to learn that the Market Street subway is not just BART, but includes the Muni trolley lines on a separate level. They don't know which line is above and which is below. They don't know if there will still be buses on the surface of Market Street, or what will happen at cross town transfer points, such as Market and Van Ness.

BART has a well organized and active public relations and promotion department. It is still selling BART, and references to Muni are only parenthetically mentioned in their releases.

The Municipal Railway should begin NOW to inform San Francisco just what to expect when BART is completed. This should be a major project in its public relations program. It should not be left for the public to gain inferences from BART publicity which are unrealistic. The positive values for Muni riders should be stressed. If contemplated improvements or new equipment is to lead to a bond issue proposal, the "build-up" should begin without delay.

If there are points of disagreement between the Muni and BART - such as the system of interchange of passengers, or transfer

privileges - the Muni public relations program should meet the issue squarely and truthfully; thereby gaining public support and confidence for its position.

We have no reason to disbelieve statements made to us by BART, that their relationship with the Muni regarding areas of mutual interest and coordination of routes is one of cooperation and agreement on most points.

This cooperative spirit can lead to some very valuable positive values for the Muni in gaining new patronage from BART passengers.

There must be an interchange of information which can be of benefit to San Franciscans who want to travel on BART to the Eastbay, and for those arriving in San Francisco from the Eastbay.

Currently BART is planning to have several types of route maps in its cars and stations. A schematic map will show the entire BART system with some landmarks and major roads included. A second will show the routes of the four BART lines for the entire system, color coded. The final map, which will only be displayed in the stations of the area it represents will be a local map. This will show local streets and surface transportation connections, such as Muni.

BART will have a public information telephone number for its routes and schedules. Included with this will be information on surface transportation if the caller requests it. The BART information girls will know the Muni routes and how they connect with BART.

The Municipal Railway information system must be expanded to provide BART passengers with information on routes; where and how to reach a given destination.

The Muni should plan on establishing an information booth or kiosk at each of the Market Street interchange stations. During busy hours each should be manned, similar to the service now rendered at Market Street stops by the men who take fares and permit passengers to enter the center doors. At hours when not manned, these information booths should have a direct line telephone to the Muni information center, so that needed information can be obtained easily and accurately.

BART platforms at its San Francisco stations should include colorful, but well done, bulletin boards upon which points of interest served by the Muni can be advertised. These locations should have large directional signs, telling BART passengers of the lines and routes reached from that particular station. The bulletin boards should be used as sales tools in selling weekend passes; scenic tours, and advertise Muni services to such places as the zoo, the beach, Golden Gate Park, Fisherman's Wharf, and special civic events.

BART's system of maps and information folders should be coordinated to the extent that Muni route maps and information are obtainable on BART trains, or stations in the Eastbay. BART cannot successfully function in San Francisco without Muni's network to feed it, and conversely the Muni system can gain valuable new patronage from the BART operation.

Meanwhile, the public must be informed about Muni routes during BART construction; then informed about permanent routes and services when BART is completed.

This is an educational process. It is also good public relations.

San Francisco is a major stockholder in BART. Its taxpayers are paying for it, and will be paying for years to come. As an arm of the City of San Francisco, the Muni Railway must aggressively secure every possible benefit it can from this operation.

Section IV

Innovations in Service

We believe many opportunities for improving its public relations, and generating new business, are open for the Muni Railway. Rather than remain solely as a conventional transit system, Muni could enhance its image and at the same time perform social benefits, and supply not now realized services.

A - Serving the Financial District

Our surveys indicate a definite service is needed in providing the hundreds of downtown business and professional people - lawyers in particular - with a shuttle service operating from Montgomery Street by way of the now developing Yerba Buena sector south of Market.

Many of these same people would welcome a shuttle service which would move them over the long blocks of the area from lower Market to Montgomery, Kearny, and as far as Fifth or Seventh Street; and back and forth on the main cross streets.

Additional interest has been shown in offering a mid-day service from the financial district to the many restaurants along Broadway, to Fisherman's Wharf and Ghiradelli Square. At least one restaurant in this area is already providing its own "line" service for patrons in the financial district. At that time of the day, Muni has plenty of vehicles which could be placed in this service.

B - Special School Service

We believe it would be good public relations - and one way of assisting in curtailment of vandalism - to provide a specially painted (gaily colored) bus for daily use in transporting school classes, public and private, on a "tour of discovery" of San Francisco. Children "love" to talk about their adventures, and this talk is addressed to their parents, who should be Muni riders if they are not already patrons.

Tours could also be worked out with the school district to tie in with history classes or scientific areas of study, and to museums and art galleries.

Study should be given to providing this kind of service on non-school days to the very young, including those in low-income families and the physically handicapped.

C - Senior Citizen Tours

Senior citizens are another group who could be given free or reduced fare tours of the city. Some of these people have no way of getting more than a block away from their homes, and are too unsure of themselves to ride the regular lines. Those who do use the regular lines, often cause time-consuming delays as they climb aboard and fumble for their identification as a senior citizen. This leads to irritation of the operator.

Senior citizen tours could be routed to many scenic spots of the city, where it would not be necessary for them to leave the bus to

enjoy the scenery. Or, they could be driven to such spots as the Japanese Tea Garden in Golden Gate Park, or Telegraph Hill and given time to walk about.

School and senior citizen tours could be publicized in the news media and would help to create a more humanized feeling toward the Muni as a "friend of the people."

D - Mid-day Shopping Incentive

Peak periods of use for the Muni might be measurably benefitted if some form of incentive is offered to women shoppers to do their downtown shopping between 10 a.m. and 3 p.m.

A special type of transfer might be devised, by which these women shoppers could use the downtown "shoppers shuttle" which now operates, on an extended hour basis, and repeatedly during those hours. This special transfer, which might be at an additional low cost, would be sold only to passengers using the regular bus to reach the downtown area.

Study should also be made of a system now in vogue in some cities to increase mid-day use of public transit. This consists of obtaining merchant backing for a system of validation of a ticket which can be used in lieu of a cash fare. Five such validations by the participating merchants would be required for this "free ride" ticket - which, incidentally would also be good only for a one-way "to downtown" ride during the mid-day period. The cost to the merchant would be only 5¢ for each validation.

This plan would bring more business into the stores and put more riders on the Muni system during the mid-day hours. Advertising, both by Muni and by the stores, would soon make this plan widely known.

E - Tours of Discovery

Both for the benefit of tourists, and local residents, we believe off-peak sightseeing buses could be utilized to generate added income for Muni, while performing a valuable service.

All around San Francisco we see signs for motorists directing them to a "49-mile Drive." A Muni sightseeing bus over come of this route, with a lecturer aboard, would make this scenic route available to those who do not care to drive uphill and down, or are visitors within our city. It would take the place, during week days, of what Muni now offers in a sense, by its Sunday pass. It also could be a 50¢ ride.

Another tour could be a "Landmarks Tour," which would reach such places as the Presidio, Fort Point, Mission Dolores, the waterfront to see ocean-going vessels, and, of course, the sailing ship Balcutha.

F - Golden Gate Park Service

While a number of ways to reach Golden Gate Park are available on Muni's regular lines, we suggest that added revenue could be obtained by placing a "mini-bus" in service within the Park boundaries, so that visitors could move from place to place more easily. We believe it would be well patronized, especially on Saturdays and

Sundays or when there are special events. These are also the days of least patronage for regular Muni lines. The added revenue from the Golden Gate Park buses would add to the greatly needed revenue to make up for half-filled buses on regular lines during off-peak hours and on Saturdays and Sundays.

G - Street-side Kiosks

We urge that two types of artistically designed kiosks be placed at strategic points. These would include downtown in the underground BART stations, on the surface of Market Street, the financial district, Fisherman's Wharf, Ocean Beach, Golden Gate Park, Twin Peaks and other outer district spots.

One type would be manned, one not. At night, when the "manned" booth was unmanned, passengers would use a Muni phone on the kiosk to call the central Muni information number to get information. A route map adjacent to the phone would orient the caller by means of a detailed mapping of the area he was calling from. It would show routes to all areas of the city, transfer points, feeder tie-ins with BART stations and other pertinent information.

During the day the kiosks would be the place for the public to obtain system maps, learn how to reach any given section of San Francisco, down to the exact street and block they desire to find.

The permanently unmanned booth would have the Muni telephone and maps. Both would have listings of Muni highlights, such as where to go by Muni and what to see. Routes and coaches to ride to get there

would be explained in terms of the map. Regular public telephones could also be located on these kiosks.

These would be the places to which tourist and visitors would naturally gravitate to secure information on where to go, and what to see. Persons placed in charge of these would be able to sell Sunday passes, and tickets for the suggested Tours of Discovery.

There would be room on these kiosks (ala Paris) for advertising coming civic events, music festivals, attractions at the Auditorium and Opera House, the museums - all capable of generating more patronage for the Muni lines.

H - Art Exhibits in Vehicles

Once or more a year, it would be good public relations, and provide passengers with something to see other than a patent medicine ad, to devote unused interior car-card space for a children's art exhibit. On another occasion the spaces might be used for a well-publicized exhibit of photos from the many fine photographic artists who make San Francisco their base. Still a third such exhibit might feature old historic photos.

I - "Self Advertising" for Muni

National advertisers pay more than $300,000 a year into the Muni coffers to place their large-size ads on the outside of streetcars and buses. They pay for this, because it brings them business.

This business does not always mean a 100% use of all the cars and buses in service. There are many which pass along the streets with blank spaces. The Muni should have a supply of ads for its services which can be placed in these unused areas, and removed, of course, when a paying advertiser demands that space.

If advertisers find it worthwhile to buy these spaces, the Muni should derive equal benefit, at only the cost of a supply of ready-at-hand posters and a workman to place them in service.

J - Safeguarding the Public

Many people are fearful of riding the Muni at night. They are rightfully concerned about robberies, muggings and attacks. Certain areas are particularly beset with such incidents.

We urge that Muni inspectors be given an added role, as a public protector. This does not mean they are to be employed in a "police capacity." They should be delegated to patrol given "bad areas" at night, where their passing car can indicate a watchfulness over waiting Muni customers. In some cases, where there is infrequent night service, they might be placed as riders on the buses.

It is, of course, a fact that the inspectors are given training in police work by the San Francisco Police Department, and are not unmindful of how to take care of a really "sticky" situation.

However, by patrolling ahead of a late bus by a block or two, the public might become reassured that their safety is being watched over.

Also under this heading of safeguarding the public, we believe efforts should be made to see that outlying bus stops are fully illuminated. Nothing deters the criminal more than light. A passenger standing at a stop waiting for a bus in a highly illuminated "spot light" would be much more immune to assault than standing on a dimly lighted, or dark corner.

Lighting is a subject in which the Muni, the Pacific Gas & Electric Company, and the full force of city government should be joined.

Only a few buses are now equipped with two-way radios. Every bus should be so equipped. This is also a crime and disturbance deterrent.

All buses of the AC Transit lines have such two-way radios. Since their installation, bad incidents on buses are becoming less and less frequent.

K - "Radio Alerts"

Good public relations can be generated by instituting a system of "radio alerts" in the form of a news bulletin to radio stations advising the public of fires or other happenings which disrupt service at any given location.

The inspectors should be empowered to telephone or radio information to the Muni office, where the public relations person on duty could translate his information into a short paragraph of facts and phone it to the radio stations.

"A fire on South Van Ness Avenue between Market and Mission has interrupted traffic and the Municipal Railway bus service on Van Ness.

The Municipal Railway inspector at the scene advises that the fire department says it hopes to clear the street in another half hour. Meanwhile, Muni passengers are being advised to walk from their stopped buses at Market, or Mission past the scene in order to continue their trip. The police department advises the Muni man that no traffic is permitted in this block, and motorists should detour around the area."

Radio stations are anxious to perform this kind of "public service" and can be counted upon to cooperate.

Similar bulletins would be issued relating to re-routing during parades, or any other reason which makes a change necessary in the Muni operations.

We are confident that radio stations can be counted upon also to assist the Muni by advising the public about parking congestions, such as occur at and around Kezar. They could advise the public that no parking spaces are available closer than eight blocks around Kezar, and tell those heading for Kezar that Muni will get them there, and what line to take.

L - London Buses

Muni may wish to consider purchasing English double-decker buses for use in San Francisco. These could be phased in as part of the regular new vehicle purchase plan. Boston is considering the purchase of these unique vehicles. They would give another colorful mark to the city of the cable cars. The double-deckers are shorter than conventional buses and would be able to navigate San Francisco's hills

without difficulty, having a shorter turning radius. They are manufactured to be operated by one man (as driver and fare collector). We have a letter from London Transport saying they would sell these new vehicles to San Francisco as needed and ordered. Payment need not be at once. They will work out a payment structure with the city. These would be spectacular if used on the tours to the Wharf, Golden Gate Park and on the regular routes through such areas as the financial district. They would also add much interest to the tours for school children.

Section V

Implementing the Advertising Campaign

Section V - Implementing the Advertising Campaign

The advertising campaign planned for the Municipal Railway is one in which the impact of large newspaper ads along with radio announcements would form the "backbone" of the mass media approach to public recognition of what the Muni is, its vital role in urban life, and what it can and is doing for people and the community.

All advertising should be predicated on a full year's schedule.

The Advertising Message: What is said in paid space should carry solid facts as to why people should patronize the Muni. Special emphasis will be placed on "humanizing" Muni service and personnel; a double-edged weapon that can cut through public apathy and antagonisms toward vehicle operators and bolster the men's feeling of pride in their work.

A set of ten complete ads has been prepared for presentation with this Report; in full size, complete with art work and typography. (See exhibit.)

Good humor prevails in these ads, for attention-getting impact.

Radio, still one of the most important forms of mass-media communication, offers great possibilities for developing a continuing awareness of Muni and permits the "merchandising" of Muni services; such as the Sunday pass, "10 to 3" shopping, new tours, etc.

Promotional Activities: While not strictly advertising, nor the generally accepted definition of public relations, a third element is needed to give meaning to both of these activities.

As we view it, promotions relate primarily to implementation of some of the suggested steps for launching the "new look" for Muni - the adoption and use of the new trademark; the designing, in preparation for printing, of literature and maps; the designing and placement of as many as possible of new bus stop signs; the development of informational kiosks; and special painting for some buses. (Repainting of buses under the annual schedule of maintenance is not included in this.)

For launching the advertising campaign, we propose that 10 buses should be placed in service on regular runs which have been painted in "wild" colors and designs. These would be like a burst of fireworks on the city's streets and would get people talking about the amazing new look to the formerly antiquated appearance of vehicles. It would get them excited about Muni, and begin them thinking more positively about the service that Muni renders. These buses so specially painted in "wild colors" (see exhibits) would be further used in the proposed school tour program and for newly developed tours.

If some of these colors and design create controversy, so much the better. It will bring freshness to Muni. It will be a means of making people "pay attention" to Muni, and what it means to them. Being talked about is an important element in becoming recognized.

Section VI

Implementing the Public Relations Campaign

Section VI - Implementing the Public Relations Program

The Municipal Railway holds a unique advantage in the development of a public relations and publicity program applicable to all media.

It is publicly owned. It is a division of the municipal government. As such, the vital part it plays in the life of San Francisco people is recognized and appreciated by those who dictate the policies and govern the daily newspapers; the air waves, both TV and radio; local magazines and publications of every type; other public service organizations and business institutions.

We are not only confident, but know through our long and harmonious relationship with the press, television, and radio, that they would welcome the opportunity to "tell the Muni story," if it is prepared to their standards of journalistic excellence; made interesting for the eyes and ears of those they serve.

The opportunities for "digging out" interesting facts -- human interest stories about the men, explaining and detailing the problems of "running a railroad," publicizing the Muni in relationship with BART and the future, providing factual information about routes and services -- are almost limitless.

As a public service, a carefully plotted "documentary" on Muni as a "people mover" would be welcomed by television.

A revitalized "Muni man of the month" feature for newspapers which will get away from the outmoded "portrait" treatment by showing him in "action" and accompanied by a human interest story, is vitally needed.

An entire series of feature articles can be built around points of historical interest which is a part of the scenery that Muni riders pass every day, without comprehending what they see.

There are a number of publications which are distributed free in hotels and motels for the benefit of tourists. They would welcome maps and information that would assist visitors in getting around San Francisco.

Public service organizations have indicated a cooperative spirit, and can be counted upon to carry Muni maps, information, promotions in their house publications, and as envelope enclosures.

The San Francisco Convention and Visitors Bureau has need for printed material, and "spot information" which it can disseminate to convention managers and the hundreds of thousands who attend conventions here.

The Chamber of Commerce can be counted upon for full support.

The public relations program should include special bulletins, and a regular "house publication" for all Muni employees to build morale, keep them informed of what management is doing and demonstrate management's recognition of them as "people."

The public relations staff at Muni should make its talents available for developing programs of recruitment of operators. It should be available to assist supervisory personnel in communicating with the men.

Good public relations demands that every rider complaint be answered by top management, in written form, and without unnecessary delay.

Good public relations should endeavor to make full capital of commendations and seek ways to increase the flow of such.

The public relations program should include developing scripts for public speakers, and methods for organizing neighborhood and other group meetings in cooperation with existing organizations.

Every organization which has a stake in the business and civic life of San Francisco should be actively solicited by Muni for aid and cooperation. Such contacts should be considered a part of the overall public relations program.

The entire public relations program must be developed on a highly professional basis, which recognizes the need for supplying all media with acceptable written material, dramatic photos, art and graphics equal to the best that any corporation can command, and has the confidence and respect of all representative of the press, from the reporter and feature writers, to the editors, publishers and owners.

Section VII

A Time, Implementation and Cost Analysis

Section VII - A Time, Implementation and Cost Analysis

While it is obvious that a comprehensive advertising and public relations program such as has been outlined in this Report must of necessity await approval and appropriations for fiscal 1971-72, we are hopeful that the Public Utilities Commission and the Municipal Railway management will take a presumptive attitude on these plans, so that it will be possible to immediately initiate many phases upon receiving the necessary funding.

We have carefully analyzed the cost elements, which include overseeing and counseling such as should be accorded the Muni management in taking full advantage of advertising and a full-scale public relations program.

A breakdown of costs has been made, using gross figures rather than attempting to pinpoint every individual expenditure, and predicated on a full year's activities.

Advertising:	Space costs for newspapers and other publications, including ad designing and production	$30,000.00
	Radio time purchases	12,000.00
	Preparation costs for a full series of route maps; informational folders, and other printed material for public distribution; including art, typography, plates, etc.	25,000.00

	Creative designing applicable to all forms of graphics - trademark, color planning for vehicles, vehicle signs and displays, bus stop informational signs, kiosk designing and structuring, and professional supervision of all such developments	$50,000.00
Public Relations:	Costs applicable to the use of an outside agency working with and supervising work of the Muni PR staff, for the purpose of developing suitable press material, film documentaries, photo and art services, assisting in developing means and methods for employee communications, programs of community liaison, etc.	40,000.00
Promotions:	Funding for experimental painting of buses, and implementing other proposed public services	20,000.00
Total budget requirements		$177,000.00

On the basis of its findings, recommendations and development of plans contained within this Report, we express the hope that the firm of Alessandro Baccari and Associates will have the opportunity of being given the responsibility for transforming plans and ideas into action in cooperation with the Municipal Railway.

Respectfully submitted by

ALESSANDRO BACCARI AND ASSOCIATES

By - Alessandro Baccari, President

A D D E N D U M

Re references within this Report on London Transport, which operates the world's most extensive transit system, serving the London metropolitan area with rail and bus service, we are pleased to quote from letter signed by Charles M. Carroll, Vice President of DGA International, Inc., the U.S. representative of London Transport, as follows:

"London Transport has authorized the use of its name as a prospective subcontractor to Baccari and Associates in presentations to Muni, to the Commission, and to other appropriate bodies."

With respect to this, London Transport is prepared to provide consulting services of its management staff - engineering, operations, public relations and information, or any other division. By U.S. standards, London Transport consulting rates are quite low. The daily fee of a senior London Transport consultant would be $225.